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UNITED STATES DEPARTMENT OF THE INTERIOR

ANNUAL REPORT OF THE GOVERNOR OF THE VIRGIN ISLANDS

FOR FISCAL YEAR ENDED JUNE 30, 1934



UNITED STATES DEPARTMENT OF THE INTERIOR

HAROLD L. ICKES, Secretary

THE VIRGIN ISLANDS

PAUL M. PEARSON, Governor

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ANNUAL REPORT OF THE GOVERNOR OF THE VIRGIN ISLANDS

GOVERNMENT HOUSE, St. Thomas, Virgin Islands of the United States, August 31, 1934.

The Secretary of the Interior,

Department of the Interior, Washington, D.C.

Sir: I have the honor to submit the following report of the Governor of the Virgin Islands for the fiscal year ended June 30, 1934.

The year just closed has brought to the Virgin Islands in miniature many of the most serious problems that have been dealt with in continental United States, and the same trying, exhilarating experiences in the attempt to find new methods to meet new conditions. Thanks to the generous provisions of the emergency agencies and the hearty cooperation of all activities of the Federal Government, conditions in the Virgin Islands are noticeably improved. Where a year ago desperation hung heavily over the several industries and over many groups of people, there is now some hope reflected in business, and large numbers of people have had a chance to work and have had more food than last year. There have been no business failures.

At the peak of the unemployment about 50 percent of the population was affected, while at the peak of the employment there were few able-bodied adults who did not have at least part-time work.

Besides the administrative work of the government of the Virgin Islands, the problems dealt with have included unemployment, food relief, taxation, change in currency, homesteading, housing, prohibition repeal, malaria control, and retirement insurance, the results of which are set forth in the following report. The activities in connection with the National Recovery program have furnished the greatest single contribution to the solution of these problems, and claimed the largest share of attention from the Government.

THE NATIONAL RECOVERY PROGRAM

The National Recovery program has brought untold benefits to the Virgin Islands. The immediate result was that, for a period, employment was given to practically every able-bodied man and woman in the islands; and, at the time of reporting, the employment situation is much improved over last year. From an economic standpoint, the wide distribution of funds proved of inestimable help to all classes of business enterprises, so that the islands enjoyed a period of unusual business activity. Permanent improvement will result

from the fact that a large majority of the projects undertaken are

such as will prove of lasting benefit to the islands.

Direction of the program has been entrusted to the Governor of the Virgin Islands, as Public Works, Civil Works, and Emergency Relief Administrator.

A summary of the most important phases of the program follows:

THE PROJECTS

The principal projects include road and street construction; repairs and renewals to public-school buildings and other government buildings; reconstruction of the leper colony, St. Croix; drainage of swamps and other projects for malaria and filariasis control and sanitation; typhus fever control; a Civil Works education project; aid to cooperatives; a housing program; construction of the Bluebeard Castle Hotel; and organization of the Virgin Islands Company.

THE FINANCIAL PHASE

The Federal Emergency Relief program.—This was inaugurated in the Virgin Islands with a grant from the Federal Emergency Relief Administration of \$1,638, based on the relief expenditures from all sources in the Virgin Islands for the first quarter of the calendar year 1933. This initial grant, as well as two subsequent grants, based on local relief expenditures for the second and third quarters of 1933, were authorized pursuant to that provision of the Federal Emergency Relief Act of 1933 which authorizes grants of relief funds on the basis of \$1 of Federal relief funds for every \$3 expended by local governments for relief purposes.

Thereafter, grants of Federal Emergency Relief funds were made pursuant to that provision of the act of 1933 which authorizes grants of funds when the combined moneys which can be made available within any State, Territory, or insular possession would fall

below the estimated needs for relief purposes.

Similarly, the Civil Works program in the Virgin Islands was

financed by grants of Federal Emergency Relief funds.

The total of all grants from Federal Emergency Relief funds to the Virgin Islands for the fiscal year was \$435,669. Of this amount, \$267,049.76 was apportioned to the municipality of St. Thomas and St. John, and \$168,619.24 to the municipality of St. Croix. The total expenditures to June 30, 1934, from these allotments, \$384,431.63, are classified as follows:

Object	St. Thomas- St. John	St. Croix	Total
Work relief. Direct relief (emergency cash and food relief). Working capital for handcraft industries. Material. Total.	\$155, 142. 49 5, 513. 04 5, 000. 00 71, 715. 24 237, 370. 77	\$87, 949. 44 9, 493. 44 5, 000. 00 44, 617. 98	\$243, 091. 93 15, 006. 48 10, 000. 00 116, 333. 22 384, 431. 63

National Industrial Recovery program.—The Public Works Administration program in the Virgin Islands, financed from National Industrial Recovery funds, was inaugurated with a grant of \$89,500

for road construction and repairs to buildings, and \$25,000 for reconstruction of the leper asylum, St. Croix. This was followed by a grant of \$50,000 for the construction of a tourist hotel at St. Thomas, which was subsequently increased to a revised total of \$101,750. Later grants were made for the construction of low-cost houses; for further repairs, reconditioning and furnishing of public buildings, and for sanitation repairs, bringing the total to \$302,850.

A grant of \$1,000,000 was made late in the fiscal year for the industrial rehabilitation program to be carried on by the Virgin Islands Company. Most of this sum is yet to be expended.

Of the total Public Works Administration allotments of \$1,302,850, there was expended to June 30, 1934, a total of \$193,481.43, classified as follows:

Labor Material	
Total	193, 481. 43

Summary of expenditures and money value of other benefits .-The actual cash expenditures and the money value of commodities used for food relief under the National Recovery program, total \$667,792.42, classified as follows:

Source	Work relief and labor	Direct relief	Capital for cooperatives	Material	Total
Federal Emergency ReliefNational Industrial Recovery	\$243, 091. 93 89, 154. 00	\$15,006.48	\$10,000.00	\$116, 333. 22 104, 327. 43	\$384, 431. 63 193, 481. 43
Total cash expenditures. Money value of food furnished by Federal Surplus Relief Corporation (including freight).	332, 245. 93	15, 006. 48 89, 879. 36	10, 000. 00	220, 660. 65	577, 913. 06 89, 879. 36
Grand total	332, 245. 93	104, 885. 84	10, 000. 00	220, 660. 65	667, 792. 42

THE RELIEF PHASE

As elsewhere, relief fell under two main headings—work relief

and direct relief (emergency cash and food relief).

Work relief.—Work relief was furnished, at the peak of the program, to 2,187 persons in St. Croix, 1,787 in St. Thomas, and 240 in St. John—a total of 4,214 persons. At the beginning of the program, 2,196 persons in St. Thomas registered as unemployed, and 240 in St. John. All registered in St. John received work. Of the 410 registered in St. Thomas who received no work relief, 70 came from families having members on work-relief rolls and a considerable number belonged to the casual labor group (coal workers, etc.) who have some income, though irregular. The registration figures for St. Croix are not available, but would show practically the same situation as in St. Thomas.

Direct relief.—Emergency cash relief, totaling \$1,300.58 was distributed to 401 families (1,181 persons) in St. Thomas, and \$1,308.39

to about as many families in St. Croix.

Food relief.—After investigation by welfare department personnel, 1,575 families (4,682 persons) in St. Thomas, and 6,213 persons in St. Croix, received food relief. There was distributed a total of 1,298,150 pounds of foodstuffs, valued at \$102,276.87 (approximately 118 pounds or \$9.30 per person aided), as follows:

Total______ 102, 276. 87

LEGISLATION

Change of currency.—By ordinances of identical tenor adopted by the Colonial Councils of the municipality of St. Thomas and St. John and of the municipality of St. Croix, and with the concurrence of the United States Treasury, United States currency became legal tender in the Virgin Islands, in lieu of the former Danish West Indian currency, on July 1, 1934, following the expiration of the charter of the National Bank of the Danish West Indies. The legal rate of conversion was declared to be 0.965 United States dollar for each Danish West Indian dollar and 0.193 United States dollar for each Danish West Indian franc. At the same time, the Councils ordained that all laws, ordinances, and regulations of the Virgin Islands in which the designation Danish West Indian dollar, francs, or bit are used, are amended to substitute therefor designations in United States dollars and cents at the rate of one United States dollar for each Danish West Indian dollar. The Danish West Indian coins will continue to be legal tender in the Virgin Islands until 1 year after the Governor has proclaimed that the United States Government will exchange United States coin or currency for Danish West Indian coins at the legal rate of conversion. This proclamation was issued July 14, 1934. The United States Government has accepted the responsibility of retiring the Danish West Indian coin.

INTERNAL-REVENUE TAXES

On March 30, 1933, the Colonial Council of the municipality of St. Thomas and St. John passed an ordinance to provide additional revenues by levying certain internal revenue taxes. On the same date, there was passed by the Colonial Council, as companion legislation to the internal revenue ordinance, an ordinance to suspend temporarily the collection of certain ships' dues. The purpose was to obtain additional revenue for the municipality from the operation of the internal revenue tax ordinance, and to permit the transfer of a portion thereof from the Colonial Treasury to the Harbor Treasury to reimburse the latter for the loss of revenue due to the suspension of the ships' dues. The ships' dues to be suspended consisted of what is in effect a tonnage tax of 32 cents per ton on bunker coal and fuel oil imported into the island of St. Thomas for use in bunkering vessels. In a period of economic depression, it was the best judgment of leaders in the community and in the administration that the suspension of these ships' due would encourage more ships to visit the port of St. Thomas for bunkering and thus promote

greater activity in the harbor and enhance the general welfare of the island.

On December 18, 1933, a new internal revenue ordinance was adopted by the Colonial Council for St. Thomas and St. John. With the consent of the department, this new internal revenue ordinance was approved by the Governor on January 19, 1934, and it became law 15 days thereafter, viz, February 3, 1934. On the same date, there was approved by the Governor the ordinance to suspend until June 30, 1934, the collection of certain ships dues, passed on March 30, 1933. This ordinance became law on February 18, 1934, 30 days after its approval by the Governor. It has recently been

extended to June 30, 1935.

The internal revenue ordinance levies, for 2 years, a flat 5 percent ad valorem tax on all articles manufactured, produced, or brought into the municipality of St. Thomas and St. John, with certain exceptions, principal among the exceptions being bunker coal and fuel oil, samples and advertising matter, wines for sacramental purposes, articles for charitable purposes, bread, livestock, poultry, plants, fresh fruits, fresh vegetables, charcoal and firewood, bay rum, eggs, and fresh fish. The tax is collected on articles received through the post office with the cooperation of the postmaster, and on articles received by freight with the cooperation of the collector of customs. An internal revenue office was established in a convenient location in a building adjoining the post office.

Shortly after this internal revenue tax became law, its validity was tested in the District Court of the Virgin Islands on motion of a local taxpayer on the ground that the Colonial Council of St. Thomas and St. John was without jurisdiction and authority to enact tax legislation of this nature. The administration was represented in court by the Government attorney and Special Counsel Philip M. Glick of the Interior Department. The district court held that the Colonial Council of St. Thomas and St. John was within its jurisdiction and authority to enact the internal revenue

ordinance

The internal revenue taxes yielded \$13,695.86 from February 3, 1934, to June 30, 1934, and the estimate for the fiscal year 1935 is \$30,000.

ADMINISTRATIVE BUDGET FOR ST. THOMAS AND ST. JOHN

The municipality of St. Thomas and St. John operated during the entire fiscal year on a budget which was promulgated by the Governor, with the approval of the President of the United States, instead of on a budget passed by the Colonial Council and approved by the Governor. This most unusual situation was created when the Colonial Council of St. Thomas and St. John was unable to agree on a budget on a modified basis due primarily to a drastic reduction in the deficit to be paid by the Federal Government which had been made necessary by the operation of the National Economy program in the Virgin Islands. For the fiscal year 1935, however, a budget for the municipality of St. Thomas and St. John has been passed by the Colonial Council and approved by the Governor in usual form.

REGULATION OF MANUFACTURE, SALE, AND EXPORTATION OF ALCOHOLIC BEVERAGES

The national prohibition laws in their application to the Virgin Islands were repealed by the Congress, effective March 13, 1934. On April 3, 1934, the Colonial Council of St. Thomas and St. John enacted an ordinance to regulate the manufacture, sale, and exportation of alcoholic beverages and to provide for the taxation thereof. This ordinance created a Board of Control for Alcoholic Beverages consisting of the Governor as chairman, two members elected by the Colonial Council from the Colonial Council, and two members appointed by the Governor. Under the exclusive control of the board is the production of rum for export and the export of rum produced in the municipality of St. Thomas and St. John. This enactment is in line with the general policy of the administration to control the manufacture of rum for export in order that Virgin Islands rum may not be exploited and in order that a profitable market may be secured and retained for quality rum from the Virgin Islands.

A similar control board has been authorized for the municipality of St. Croix, in which municipality there will be Government-

controlled retail liquor stores.

FISCAL

MUNICIPALITY OF ST. THOMAS AND ST. JOHN

The actual revenues of the municipality of St. Thomas and St. John amounted to \$105,898.76, as compared with \$86,524.10 for the fiscal year 1933. The increase is accounted for principally by the new internal-revenue tax which yielded \$13,695.86 from February to June 1934 and by a contribution from the harbor board as required by law, of \$4,553.14, representing one-half of the net profit of the harbor board for the fiscal year 1933. A decline in certain other sources of revenue was offset by an increase in customs dues due to import duty on liquors and by an increase in income taxes.

The cost of the municipal government of the municipality of St. Thomas and St. John was \$182,740.19. The major departmental

expenditures were:

Education	\$48, 404, 54
Health	39, 523, 93
Public works	

The Federal Government paid 42 percent and the local government paid 58 percent of the cost of operation of the municipality of St. Thomas and St. John during the fiscal year 1934, when the difference of \$76,841.43 between the local revenues and the cost of the municipal government was met by an appropriation made by Congress to defray the deficit in the Treasury of the municipal government.

MUNICIPALITY OF ST. CROIX

The actual revenues of the municipality of St Croix amounted to \$119,663.25, as compared with \$107,440.57 for the fiscal year 1933. A loss of \$10,000 on export duty on sugar was offset by an increase in property and income taxes; by the new internal revenue taxes,

which yielded \$2,898.17 for the year; and by an increase in import

duty.

The cost of the municipal government of the municipality of St. Croix was \$194,579.88. The major departmental expenditures were:

Health	\$45, 795, 50
Public works	41, 778. 08
Education	40, 714. 71

The Federal Government paid 38½ percent and the local government paid 61½ percent of the cost of operation of the municipality of St. Croix during the fiscal year 1934, when the difference of \$74,916.63 between the local revenues and the cost of the municipal government was paid by a deficit appropriation made by Congress.

OBJECTS OF EXPENDITURES OF THE TWO MUNICIPAL GOVERNMENTS.

A study of the expenditures of the two municipal governments reveals the percentage of expenditure for health, education, public works, and welfare to the total revenues and to the total expenditures of the two municipalities, as follows:

Object of expenditure	Local revenue	Expendi- tures
1. Education 2. Health 3. Public works	Percent 39½ 37½ 33	Percent! 233/9 225/5 194/4
4. Welfare and poor	10	6

THE FEDERAL APPROPRIATION

The appropriation "Temporary Government for the Virgin Islands" for the fiscal year 1934, as contained in the Interior Department Appropriation Act, was as follows:

Central administration	\$134,750
Agricultural station and vocational school	25, 000
Deficit, municipality of St. Thomas and St. John	98, 500
Deficit, municipality of St. Croix	98, 500°
Special projects	15,000

This appropriation was supplemented by \$19,379.52 representing the unobligated balance of the 1933 appropriation. However, the total Federal funds available for expenditure during 1934 was reduced by the National Government, on a cash withdrawal basis to \$347,804, which was later supplemented by \$3,405 (to meet the reduction in compensation deduction from 15 to 10 percent) to a revised total of \$351,209.

THE ST. THOMAS HARBOR BOARD

The St. Thomas Harbor Board, which is an independent, self-sustaining institution, reflected a healthy activity. With total collections of \$28,018.58, as compared with \$25,144.69 for 1933, there

was an operating surplus of \$11,875.69 on June 30, 1934, as compared with \$9,106.28 the previous year. By law, one-half of the surplus will be paid to the colonial treasury of St. Thomas and St. John, and one-half to the harbor surplus fund.

FISCAL SUMMARY

The following is a summary of all expenditures in the Virgin Islands during the fiscal year:

The state of the s	
Municipality of St. Thomas and St. John	\$182, 740, 19
Municipality of St. Croix	194, 579. 88
St. Thomas Harbor Board	16, 142, 89
Federal appropriation	168, 585, 62
Federal Emergency Relief funds	384, 431, 63
National Industrial Recovery funds	193, 481, 43
-	
Total1	, 139, 961, 64
The following is a summary of emergency allocations	;:
National Industrial Recovery\$1	. 302, 850, 00
Federal Emergency Relief	435, 669, 00
Money value of commodities received from the Federal Surplus	,
Relief Corporation (including freight)	89, 879, 36
Reconstruction Finance Corporation loan for capital stock for	,
Virgin Islands National Bank	125, 000. 00
Total 1	953 398 36

HEALTH

The Health Department has done much successful work on the several major health problems of the Islands.

MALARIA

Malaria has been the outstanding problem. In St. Thomas and St. John, there were 263 cases during the first 3 months of the fiscal year, but prompt and continued treatment of cases, and careful control of breeding places of the malaria carrier, the anopheles mosquito, resulted in marked improvement in conditions, so that by the end of the year there were practically no cases—a total of only 18 during the least 3 months. In St. Croix, where there were 894 cases during 1931–32 and 234 cases during 1932–33, the total this year was 279, with a decided decrease in the number of cases during the last few months of the year. Not only the medical agencies, but all resources of the Government have been brought to bear on this problem. With special grants obtained under the National Recovery Program, the large La Grange swamp near Frederiksted and several smaller swamps in the vicinity of Christiansted, St. Croix, and the Long Bay, Altona, and Lindbergh Bay swamps in St. Thomas, are being drained and oiled.

For a permanent elimination of this menace to the health of the islands, the government secured through the Rockefeller Foundation the services of their malaria expert, Dr. Walter C. Earle, and Sanitation Drainage Engineer, Mr. E. H. Magoon, who made a survey of the danger areas and made recommendations as to what was needed to correct conditions. Following this survey, we secured

the cooperation of the engineering service of the United States Army, which sent two Army engineers to make plans and estimates for the drainage and filling required. On these plans, the Public Works Administration has granted an allotment of \$109,200 for the purpose of filling the Long Bay and Lindbergh Bay swamps, and it is expected that the work will be begun shortly after this report is published.

FILARIASIS

According to the chief municipal physician of St. Croix, filariasis is the most prevalent disease in that island. Of 842 children examined, 138 or 16.3 percent were found to have micro-filaria in their blood. Practically 100 percent of the old people of the island show infection.

The deforming effects of elephantiasis, which is caused by filariasis, and the incidence of which is likewise very high, make this disease a more serious disorder in many respects than is malaria. No satisfactory remedy for it has been found. Its prevention through mosquito control is the only effective means so far developed. With a view to effective control, much study has been made by the chief municipal physician of St. Croix to determine the carriers of this disease and their breeding habits. Large numbers of each variety of mosquitos found in the island have been hatched in laboratory, fed on patients with micro-filaria in their blood, and each mosquito dissected to determine if the micro-filaria would undergo development in his particular species. So far, four varieties have been found which are suitable transmitters of the disease. Two of these, the Anopheles albimanus and the Anopheles grabhami are also vectors of malaria.

PUBLIC HEALTH ACTIVITIES

The medical service has placed much emphasis during the year upon activities designed to "keep well people well." Through the generosity of the Rockefeller Foundation, Dr. Knud Knud-Hansen, commissioner of health for the Virgin Islands, undertook during the year extensive study and travel in the United States, visiting and studying public-health work in several important health centers. This has resulted in an awakened interest and a thoroughly modern approach to the problem.

CHILD HEALTH

The children of the Virgin Islands continue to suffer from malnutrition and undernourishment, and from very poor housing, undesirable conditions that have existed for decades. "Too many children are fed to survive rather than to live", reports the commissioner of health. "The average home does not provide food with regard to its nutritive value but rather with a view to satisfying the appetite." "Overcrowded and poorly ventilated homes give excuses for children romping about until late at night at the expense of precious hours of sleep." A medical examination of all school children showed that 46 percent were underweight. It revealed also the interesting fact that the sixth grade, which was found to have

the greatest number of undernourished children, also made the poorest showing in school work and the largest percentage of failures.

Through the schools, strong efforts are being made to keep track of and give suitable treatment to defective children and to educate pupils and parents in the fundamentals of proper diet, sleep requirements, suitable recreation, etc. Through Federal food relief, school gardens, and the continued assistance of the Golden Rule Foundation, more and better food is being made available for the children, and they are being taught approved methods of preparation so that the maximum nutritive value might be obtained.

COMMUNICABLE DISEASES AND SANITATION

Besides the major activities in connection with malaria and filariasis already mentioned, much attention has been given to control of other communicable diseases through improved sanitary and health measures. Laws were secured through the council for food inspection, improved handling of foodstuffs on sale, and control of garbage disposal. Earnest recommendations have been made for improvement in sewage disposal, flushing of gutters, street cleaning, etc., but the necessary funds are not yet available.

Vaccination of school children against smallpox was continued, and over 600 persons were inoculated with typhoid antitoxin when a few cases of typhoid, believed to have been caused by imported infected fruit, were discovered. The result was that typhoid cases

numbered only 14 during the entire year.

MEDICAL SERVICE

Through the three hospitals of the islands, and the several clinics in outlying districts, adequate medical service has been rendered to all seeking it. In St. Thomas alone, 24,404 consultations and treatments were given to out-patients, besides hospitalization totaling 18,309 sick days. In addition, a special nursing service for aged indigents was carried on.

HEALTH INSTITUTIONS

The several health institutions in St. Croix (the leper colony, insane asylum, and poor farm) have functioned normally during the year. With funds made available by the Public Works Administration, extensive repairs have been accomplished to the buildings of

all these institutions.

The leper colony has been given special attention. During the year a small chapel and recreation building was erected from funds made available by the American Mission to Lepers, and Dr. W. M. Danner, the general secretary, came to St. Croix for the dedication of the building. Just across the road, there has been erected a new and beautiful Catholic chapel. With grants from the Public Works Administration, repairs have been made to the old buildings and six new small buildings have been added, one a laboratory which was greatly needed for carrying on the work of the colony. The United States Public Health Service has made available Dr. L. B. Badger for a term to assist in investigation and treatment of leprosy in the Wirgin Islands.

INFANT MORTALITY

For the first 6 months of the calendar year, infant mortality shows a rate of 89.1 per thousand, a reduction of 43 percent from the rate of 157 per thousand in the preceding year. This is the lowest infant mortality rate in the Virgin Islands on record, and compares with an annual average of 320 per thousand for the 7 years (1911–17) immediately preceding the transfer to United States sovereignty, and with an annual average of 183 per thousand during the period 1918–30.

VITAL STATISTICS

The birth rate in the Virgin Islands for the calendar year 1933 is

26.3, an increase of 15 percent over the preceding year.

The death rate for the calendar year 1933, though influenced by the malaria epidemic during part of the year, was 21.9, an increase of only 1 percent over the preceding year. The provisional death rate for the first 6 months of the calendar year 1934, shows the lowest figure on record, 17.1 per thousand. This is less than half the annual average of 35.4 per thousand for the 7 years (1911–17) immediately preceding the transfer, and 26 percent decrease from the annual average of 23.1 per thousand during the period 1918–30.

EDUCATION

The valuable recommendations made by the Hampton Survey Commission, in their Report of the Educational Survey of the Virgin Islands issued in 1929, have formed the basic principles of the administration's educational program.

During the past year, excellent progress has been made. Some of the outstanding activities under the general plan may be briefly

reviewed

Improving qualifications of teachers.—As it is obvious that a school can be no better than its teachers, efforts have been continuous to raise the former low standards of teachers in the Virgin Islands.

Salaries are improved, though not yet adequate. The 1918 average salary of teachers was \$16.23, in 1934 it is \$48.24, or 300 percent

increase.

Supervision of elementary schools by trained supervisors is resulting in improvement in the work of elementary school teachers and

pupils.

The summer school, with instructors from the Progressive Education Association and an enrollment this year of 60 teachers, gave thorough training in modern pedagogical methods. A demonstration school was conducted, wherein student teachers were given opportunity to put the theories taught into actual practice, under supervision.

Scholarships in several universities of the United States, secured through the generosity of these institutions and friends of the islands, have been granted each year to promising students and teachers on pledge to return to the islands to teach. During the past year, the number of scholarship students has increased to 11.

Improving the training offered students.—The curriculum is being steadily improved, always with a view to meeting not only the edu-

cational needs of the islands, but the economic as well. The vocational institute has carried on effective work furnishing training in agriculture and mechanical trades, besides an increasing amount of academic work. The high school in St. Thomas, while furnishing such complete academic training as qualifies its graduates to enter United States colleges, is devoting an increasing part of its time to cooking, sewing, and home economics in general, and to carpentry, cabinet-making, and other manual arts. Courses in rug making and basketry have been added recently to assist these growing industries of the islands.

Hitherto, scholarships have been secured for teachers only, and these through sources outside the islands. The Government is now recommending to the Colonial Councils of the islands that they vote funds to make available each year a limited number of scholarships for deserving islanders, not only for training as teachers, but in other desirable professions, such as medicine, law, engineering, etc.

Increased interst in the schools.—The increased attendance of children at high school beyond the compulsory school age evidences a very desirable increased interest in education. The enrollment in all public schools for the year totals 3,485, an increase of 74 over the preceding year and of 54 percent over the total enrollment of 2,267 in 1918, when the population was substantially the same as now. Attendance is 94.42 percent of enrollment. In the same period the number of teachers increased from 81 to 119, or by 47 percent.

Improving school buildings.—With the Treaty of Session in 1917, the Danish State turned over 20 schoolhouses of various sizes, which were used to accommodate 2,267 pupils. In the first 16 years of United States sovereignty, no new buildings were erected and no major repairs made, though the number of pupils enrolled increased by 50 percent to a total of 3,411. To accommodate this increase of 1,144 pupils, there had been added two buildings which formerly housed United States marines, and a third, a former residence. With these additions, there was still much overcrowding.

With grants from the Public Works Administration, repairs, renewals, additions, and replacements are being made to 12 school buildings of the islands, so that adequate accommodations are now

assured.

Adult education.—With funds made available under the National Recovery Act, a program of adult education was carried out in the Virgin Islands with considerable success. The length of the term was 16 weeks. The enrollment in St. Thomas was 725, and in St. Croix 800, or a total of 1,525—about 1 in 10 of the adult population. Sixteen courses were offered, including sewing, home management, selecting and packing vegetables, health and sanitation, auto mechanics, music, geography, history, arithmetic, composition, and botany. Forty-one teachers were employed. The total cost per enrolled pupil for the 16 weeks was \$3.33. These figures show a lively interest, an inexpensive school, and a successful experiment. Continuation and development of this program is earnestly recommended.

One of the desirable results of the program has been the increased

use of the schools as community centers.

Nursery schools.—Also through aid from the National Recovery Administration, three experienced nursery school teachers were obtained during the year to train islanders in nursery school work and to instruct parents in child care. Three schools were established, 1 in each of the 3 towns of the islands, and each with approximately

20 pupil children.

Student teachers and parents viewed the demonstration work done by the training teachers, and both groups attended lectures on nursery school routine and technic of care and guidance of little children. The student teachers were later required to do practice teaching, under supervision. Fourteen student teachers satisfactorily completed the course and are available for this work next year, when it is planned to establish five nursery schools.

Health and welfare work through the schools.—Hot lunches were continued for the children in all rural schools and in some of the town schools. School gardens furnished much of the vegetables needed for these lunches, and their preparation afforded an excellent opportunity for training the older children in approved methods of

food preparation.

Two Jeanes teachers on the staff of the Vocational Institute in St. Croix did valuable community work on the estate villages, improving home and village conditions and working toward much needed improvements in the diet of the people. Another Jeanes

teacher carried on similar work in St. Thomas.

The health and education departments have cooperated actively in a school health program which aims not only at the maintenance of such a degree of health as will enable the children to obtain full benefit from their school training, but which is designed as well to educate the children, and through them the homes, of the Virgin Islands, in improved living conditions.

PUBLIC WORKS

The public works departments in both municipalities have borne an unprecedented load in carrying, besides their regular functions, the extensive Public Works and Civil Works programs, which has meant many times the normal volume of work. The emergency projects have included road and street construction; repairs and renewals to public school buildings and other Government buildings; reconstruction of the leper colony in St. Croix; drainage of swamps and other projects for malaria and filariasis control and sanitation; construction of low-cost houses in connection with the homesteading program; and construction of Bluebeard Castle Hotel.

POLICE AND COURTS

The enviable reputation of Virgin islanders for respect for law and peaceable relations between the citizenry was well maintained throughout the year. Crimes of violence were rare, and the small police force (12 in St. Thomas, 21 in St. Croix, 2 in St. John) maintained order without difficulty. There were no arrests for drunkenness in the islands. Of the 508 police cases in St. Thomas, 171 were of people not born in the islands, and 89 percent of the total were for minor offenses such as disorderly conduct, violation of automobile and sanitary regulations, slander, etc. Of 364 cases in St. Croix,

91 percent were for minor offenses. In all 3 islands there were only 2 cases of manslaughter and 2 cases of assault with intent to kill.

The district court and the police courts tried cases promptly, and there was no delay nor congestion in handling the dockets. Jurisdiction over the district court of the Virgin Islands has been changed from the Department of the Interior to the Department of Justice.

Under the direction of the government attorney, the work of translating and codifying the Danish statutes and land records

made substantial progress.

BANKING

The National Bank of the Danish West Indies had the exclusive right to issue bank notes in the Virgin Islands of the United States for a period of 30 years from June 20, 1904, by virtue of a concession granted by the Danish State and guaranteed by the United States Government at the time of the change of sovereignty. This concession expired June 20, 1934, and the change to United States currency was effected on July 1, 1934. It was hoped to have an American banking institution in operation in the Virgin Islands by that date. The Reconstruction Finance Corporation has pledged \$125,000 toward the capital stock of a new bank on the condition that there shall be subscribed from local sources \$50,000. This amount has been oversubscribed, but certain legal and technical difficulties have delayed the establishment of this new bank.

BUSINESS AND INDUSTRY

TOURIST TRADE

Though the number of tourists visiting St. Thomas is still small, during the past year it was 3 or 4 times as great as in any preceding year. Organized taxi tours for several of the cruises brought additional business to the island.

For a substantial improvement in tourist trade, the government is

undertaking to provide for hotel and recreational facilities:

Bluebeard Castle Hotel.—With funds allotted by the Public Works Administration, the Bluebeard Castle Hotel is being constructed on a hilltop overlooking the city and harbor of St. Thomas and having an impressive view of the Caribbean. The round tower, reported to have been the fortress of the pirate Bluebeard, forms the central feature and keynote of a group of small modern buildings. Ample ground space will allow, and plans have been made, for expansion of this hotel on the unit plan as required.

Recreational facilities.—Also with Public Works Administration funds, a beach house is being constructed at the government-owned Lindbergh Bay beach, one of the best in the world, where also golf will be available on the links on which Colonel Lindbergh landed his "Spirit of St. Louis" in 1928. On this same estate is reserved a site for another hotel when required, and the botanical garden nearby

lends additional attraction to the vicinity.

Automobile roads.—The route has been charted and plans drawn for an automobile road on the hilltops of St. Thomas, that would

open up the beauties of the island to tourists. A bill to provide the necessary funds for construction of this road was introduced in Congress and passed the Senate, but failed in conference committee.

Advertising.—The St. Thomas Chamber of Commerce, the St. Thomas Improvement Association, and the Government cooperated to produce an advertising booklet for promotion of tourist trade. Ten thousand copies were printed and distributed. The Department of the Interior has just completed a reprint of 20,000 of these folders.

SHIPPING

The total number of ships entering the harbor of St. Thomas for the year was 511, with a gross tonnage of 2,006,150 tons, which is 39 ships more than last year, and 6 ships more than the past 14-year average of 505. The port enjoyed its best year since 1931, showing an operating surplus of \$11,875.69. The Department of the Interior and the Governor have been working for and expect before long to be able to report increased passenger service between New York and the Virgin Islands.

Bunkering of ships.—The most important activity of the harbor of St. Thomas, showed a 10-percent improvement this year when 203 ships called for bunkers of coal and oil as compared with 182 the

previous year and 185 in 1931–32.

AIR SERVICE

Pan-American Airways has continued a weekly service to St. Thomas, connecting the island by plane with the mainland, via San Juan, Puerto Rico, and with the islands to the south and the mainland of South America.

BAY RUM

Exports of bay rum from St. Thomas for the past year showed practically no change from the preceding year. The program of the newly organized Virgin Islands Co. includes reorganization of this industry and development of the bay oil industry of St. John.

SUGAR INDUSTRY

While the production of sugar in St. Croix has been less than in the 2 years previous, the actual production was greater if measured by cane ground and juice extracted. The resumption of the distillation of St. Croix rum is consuming an increasing percentage of cane juice and of sirup, sugar, and molasses. The homestead projects have added to the cane acreage, and not only are these to be further extended, but the plans of the Virgin Islands Co. call for the planting of several thousand additional acres.

RUM INDUSTRY

The repeal of national prohibition has resulted in a tremendous revival of interest in the rum industry of the Virgin Islands, for which product St. Croix particularly has long been famous. Five

distilleries have been erected or rebuilt in St. Croix, and two in St. Thomas, with an annual total estimated capacity of 2,000,000 gallons. Distilling operations were commenced in the late spring, but no commercial shipments were made before the close of the

fiscal year.

Hearings were held in the Virgin Islands on June 9, 1934, by the Federal Alcohol Control Administration, for the purpose of determining whether the Codes of Fair Competition for the Distilled Spirit Industry and the Distilled Spirits Rectifying Industry should be extended to the Virgin Islands, and also for the purpose of determining whether, in order to meet the consumptive demand for rum, it is necessary to utilize plant capacity in the Virgin Islands acquired or constructed after November 27, 1933. The result of these hearings has not yet been announced.

THE VIRGIN ISLANDS COMPANY

On April 9, 1934, the Colonial Council of St. Thomas and St. John adopted an ordinance creating a body corporate to be known as the "Virgin Islands Co." to aid in effecting the economic rehabilitation of the Virgin Islands. Hon. Harold L. Ickes, Hon. Oscar L. Chapman, and Hon. Paul M. Pearson, were the incorporators.

The general plan is that certain sugar factories, cane lands, and rum distilleries in St. Croix; a rum distillery, a hotel, and an office building in St. Thomas; and bay tree lands in St. John, are to be purchased from the appropriation of \$1,000,000 made by the Public Work Administration, and these properties leased to the Virgin Islands Co. for operation for the industrial development of the islands, and the general welfare, economic as well as social, of their inhabitants.

The Virgin Islands Co. is a partnership program by which the Government of the United States and the people of the Virgin Islands cooperate in a long-range social, economic, and industrial program, the profits being available in the islands for educational and social purposes. It will include a development of the winter vegetable crop during the off season for the United States, the improvement of handcraft industries, the development of tourist trade, the improvement of the educational system to provide for adults and children of preschool age, a system of old age and unemployment compensation somewhat along the lines of those discussed by President Roosevelt, and extension of the homesteading and housing programs already initiated.

The President of the United States appointed a board of directors for operation of this company, consisting of Hon. Harold L. Ickes, Hon. Oscar L. Chapman, Hon. Paul M. Pearson, Hon. D.

Hamilton Jackson, and Hon. Lionel Roberts.

Advisory council.—To advise on Virgin Islands policies, and in particular in connection with the development of the Virgin Islands Co., the President appointed an advisory council of leading men of the Nation, as follows: Hon. Harold L. Ickes, Hon. Henry A. Wallace, Mr. George Foster Peabody, Dr. Mordecai W. Johnson, Mr. Walter White, Mr. Charles W. Taussig, and Miss Joanna C. Colcord.

HANDCRAFT

The handcraft cooperatives have enjoyed an exceedingly busy and successful year. With the aid of Federal Emergency Relief funds, its activities and effectiveness in furnishing part-time employment for the people of St. Thomas and St. John have been tremendously increased. A flourishing tourist season and brisk trade in the United States have combined to make it possible for the cooperatives to find a ready market for all the goods the workers have produced during the year, despite the fact that production increased threefold. Sales were two and a half times those of the preceding year.

Regular handcraft workers increased about 250 percent at the peak of the program financed by F.E.R.A. The increasing market for cooperatives products requires addition of new workers as fast

as they can be trained.

The increased outlet for Virgin Islands handcraft in the States is the result of aggressive sales promotion during the year. Exhibitions of our handcraft at the Century of Progress, the F.E.R.A. Self-Help exhibit at the Interior Department, the Philadelphia Art Alliance, and the Women's Club, Rye, N.Y., resulted in almost complete sales of the exhibits, and in increased mail-order business. But the most important sales improvement came through development of the department-store and gift-shop trade in the United States. This was accomplished by an active selling campaign through a New York commission house, through which orders have come in faster than they can be filled.

A start is being made in St. Croix on a similar industry under

the self-help cooperative.

During the year, the hooked-rug industry in St. Thomas (which began as a private concern in 1932 and failed the same year) was revived on a \$5,000 revolving fund secured under F.E.R.A. Through a recently established connection in the States, sales possibilities are many times the local output, so that there is opportunity for extensive development in this industry, limited only by the difficulties of training labor and keeping production costs within the limit of what retail outlets will pay for our products.

of what retail outlets will pay for our products.

A home-work industry in local fruit jellies and preserves, just commenced, finds a market exceeding the supply, and a cabinet-making factory planned for next year seems assured of an outlet

for its products.

As a whole, the handcraft cooperatives have demonstrated exceptional efficiency as an activity for relief of unemployment. With a monthly Federal pay roll of approximately \$200 for administration, the cooperatives are disbursing now a monthly average of \$1,207.99 for labor. In other words, every Federal dollar now being spent for administration results in \$6 of work relief to the islanders.

AGRICULTURE

St. Croix.—At the beginning of the year, a major problem faced the agricultural station in St. Croix in an epidemic among the animals of that island. Of 1,760 mules, donkeys, and horses, 338 or 22.

percent had been sick, in the first 6 months of 1933, with a kind of severe colic. Of these, 80 died. Dr. A. T. Kingsley, one of the foremost veterinarians of the world, came to St. Croix to investigate. It was discovered that the sickness came from feeding the cut grass on manure piles, and that the prevention for this sickness is to feed animals from racks. Thirty pole feed racks were built as demonstrations on various farms of the island as object lessons in the control of parasites, or in prevention of infestation.

Sugarcane breeding has been actively carried on, and 100 acres of the best varieties were planted to furnish seed for next year, when it is expected that increased acreage will be planted in sugarcane, to return the Virgin Islands to something like its former production Rum experiments were started to determine varietal differences in quantity, quality, and flavor as well as methods of fermentation. The sugar and rum industries are discussed earlier in this report.

The tomato crop this year was not so satisfactory because of heavy rains during the weeks the crop was ripening. Much experimental work was carried on toward establishing this new industry on a firm basis, particularly with reference to the types of fertilizers and sprays that might prove most effective. A greatly increased acreage is being planted for the coming year.

St. Thomas.—Agricultural activity in St. Thomas during the past year was the greatest it has been in generations. On the Lindbergh Bay project, besides the homesteading development described under that heading, a substation of the St. Croix Agricultural Station has been established, where sugarcane and cotton quarantine plots have been planted and general demonstration work and seed propagation has been carried on for the benefit of local agriculture. To assist the farmers of the Baakero food gardens in getting their produce to market, the two main roads thereto have been reconstructed. Reforestation of the watershed area of Lindbergh Bay is planned, and a start has been made by vacating that section of the charcoal burners that had the land on lease. Thoroughbred goats and hogs were imported during the year in a program to improve the livestock of the island.

HOMESTEADING

St. Croix.—Homesteading has made most progress in St. Croix, where the land is best suited to agriculture and the people are experienced farmers. In 1930, more than 80 percent of the St. Croix land was owned by a score of men. Eighty percent was given over to grazing, which employs a minimum of labor. 10 percent was in bush, and 10 percent in cultivation. Of this 10 percent in cultivation, about half was in cane cultivated by 600 renters, with plots of 1 to 5 acres each, paying from \$7 to \$12 an acre cash rental.

Two large estates, Whim and La Grande Princesse in St. Croix, containing 2,125 acres, were secured with Federal funds, and homesteaded in plots averaging 6 acres each to 230 farmers. Roads were built, drainage installed, and the land was plowed for the homesteaders, when desired, the amount charged to be taken out of the

first crop. Contracts were made to amortize the purchase price plus 4 percent interest over 19 annual payments, the first due in July 1934.

The change in the agricultural situation in St. Croix may best

be stated in the following way:

In 1930, 1,749 people were engaged in agriculture, 91 people owned the 193 estates, 77 people owned farms of less than 10 acres each, 600 renters of 1-to-

5-acre plots paid \$7 to \$12 an acre cash rental.

In 1934, approximately 1,900 people are engaged in agriculture, 320 people own the 425 farms, 310 people own farms of less than 10 acres each, renters of land have been reduced to 400, and the 230 homesteaders pay \$2.50 to \$5 an acre on an installment purchase plan.

The homesteading plan has worked well. Less than 10 percent of the homesteaders have had to be replaced because of unsatisfactory work, and more than 90 percent made their first payment July 31 of this year from crops on their land. The records show a number of cases in which the results far exceeded all expectations. How well the homesteaders managed and something of the progress made may be understood from the following instances:

Antoinetta Douglas, a woman homesteader, delivered 125,367 pounds of sugarcane from her 31/2-acre plot. After paying \$13.24 land installment, she had \$152.66 left over. In addition, she raised a large quantity of vegetables on her plot.

Dolores Garcia, another woman homesteader, delivered 150,710 pounds of

cane and had \$180.51 left after paying her land installment.

Julianne Barry delivered 139,675 pounds of cane, paid a land installment of \$25.34, and had \$161.14 left.

Joe A. Benpamin paid \$32.30 as installment on his land and had \$114.59

left from the proceeds of his crop.

Some of the homesteaders sold vegetables to the amount of more than \$100 each, in addition to supplying their own tables.

The results of homesteading in St. Croix are:

(a) The number of small farmers has increased more than 300 percent, so that there are about four times as many as in 1930.

(b) The average cultivation has increased by nearly 50 percent.
(c) The average annual purchase payment per acre is less than

half the previous rental price.

St. Thomas.—Homesteading in St. Thomas, where few people know agriculture, has been less satisfactory, but is still encouraging. Over 60 families have been allotted homestead plots, varying from 3 to 8 acres, on approximately the same repayment conditions as in St. Croix.

A loan fund gave much needed financial aid to these new farmers, but funds are not yet available for field equipment, which would add much to the success of the undertaking by reducing the cost

of cultivation.

The crops this year have been mostly vegetables and fruit for the local market, but plans are under way for planting about 100 acres of level homestead land in sugarcane to supply local rum distilleries

and to plant 40 acres of hillside land in lime trees.

St. John.—In connection with the industrial development to be undertaken by the Virgin Islands Co., plans are made for a small homesteading development in St. John. Bay oil would be the principal crop, as now.

HOMESTEAD HOUSING

Any attempt to secure a permanent improvement in conditions in the Virgin Islands must include serious efforts to improve the housing situation. According to the 1930 census, percentages of families in the islands who owned their homes were as follows:

Pet	rcent
In St. Croix	11.2
In St. Thomas	
In St. John	66

A housing survey in October 1933 in St. Croix, where the need is greatest, showed 2,623 one-room houses, with from 1 to 12 persons in each house. Perhaps half of them are relics of old slavery days, when one room was given over to a family. There is no privacy. There is no back door (indeed only one door), so that washing, cooking, and living is within the few feet at the front of the house.

A start in the program to correct housing conditions has been made in connection with the homestead plan. With a grant of \$45,000 from the Housing Commission, more than 50 houses are being provided for farmers who have proven themselves to be reliable and good workers (40 in St. Croix and 10 in St. Thomas). These are 3-room houses with a gallery and 1,200-gallon cistern, and are built of concrete blocks with galvanized iron roofs. They are to be paid for in 19 years on a rental purchase plan. This plan has been eagerly welcomed by the islanders.

On the success achieved from the initial allotment, the Subsistence Homesteads Corporation has authorized a loan of \$242,000 with which to carry forward both homesteading and housing operations

in the Virgin Islands.

PUBLIC WELFARE

Though overshadowed this year by the Federal Emergency Relief program normal welfare activities were carried on as usual. These consisted principally of aid to the poor in the form of pensions and emergency grants, totaling \$7,351.15 in St. Thomas-St. John and a like amount in St. Croix; the care of aged poor at the King's Hill

Poor Farm, St. Croix; and general social welfare work.

The Federal Emergency Relief program.—The volume of work carried by the public welfare department was multiplied several times this year by the activities incident to the Federal Emergency Relief program. This department carried on the necessary investigational work and the distribution of food relief and emergency cash relief, and functioned as an employment agency for registration of the unemployed and the allocation of workers to the various departments expending relief funds. The details of this work are discussed under the section devoted to the National Recovery program.

Housing survey.—A housing survey made by the welfare department in February 1934, covering the 6,319 persons residing in the

town of St. Thomas, revealed challenging facts:
(1) Forty percent live in one-room houses.

(2) Twenty-one percent live in two-room houses.

(3) Fifty-four percent of those living in 1- and 2-room houses

have families of more than 2 persons.

(4) Twenty-eight percent of the occupied one-room houses were classified as to condition as "Very Bad" and only 53 percent as "Good."

The study showed an appalling lack of decent housing for the lowest income groups. The majority of the population is still living in houses with an inadequate number of rooms per person, giving rise to a number of social problems, inadequate water supply for drinking and washing, antiquated and improper sanitary conveniences, and little or no play space for children except the public streets.

No complete housing survey has been made in St. Croix, but the conditions are known to be even worse than in St. Thomas. An enumeration in October 1933 showed 2,623 one-room houses in St. Croix, as compared with 1,256 in St. Thomas, with a population only 15

percent greater than St. Thomas.

Correction of the housing situation is of paramount importance in any program attempting to raise the standards of living and morals of the people of the Virgin Islands. Incidentally, the building program involved would aid materially in solving unemployment problems.

An authority on low-cost housing projects, Mr. W. Pope Barney of Philadelphia, was secured in March 1934 to plan a program of slum clearance and low-cost housing, and these plans are now being

studied.

Church membership.—It is of interest to note that in the municipality of St. Thomas and St. John, there are 12 denominations representing a total membership equalling practically the entire population as given in the 1930 census. Statements as to membership given by these 12 churches show 5 denominations as having memberships of 400 or more, and the remaining 7 with less than 100 each. Of the latter, 5 churches have memberships of less than

30. The condition in St. Croix is practically the same.

The music committees.—The St. Croix Music Committee, organized 3 years ago, has done excellent work in promoting musical activities in that island. This year, the St. Thomas Music Committee was organized to carry on a similar program in St. Thomas. Both committees have done valuable work in promoting concerts by artists from the mainland (who came to the islands without fee and by courtesy of the Furness and Dawnic Lines), and in distributing over 50 pianos secured this year for deserving people and institutions in the islands.

The municipal beach house.—A long-standing need was filled during the year when a public beach house with 18 dressing-rooms, showers, toilets, and a refreshment stand, was constructed at Lindbergh Bay as a Public Works Administration project. Its facilities are available to the public for a 5-cent fee. It seems certain that

it will soon be paying its own maintenance charges.

Botanical garden, St. Thomas.—Twenty-two acres of the Lindbergh Bay estate are being developed into a park and botanical garden with funds contributed by a dozen public-spirited citizens. Mr. M. Petit, as a volunteer service, is giving full time and efficient

direction to development of this plot into a beauty spot that should prove a great attraction to tourists and a delight to islanders. The municipality voted the funds for its maintenance for next year.

PUBLIC LIBRARIES

The growth in library service in the Virgin Islands may be understood from the following: In 1920, there were in the 3 towns of the Virgin Islands 3 library clubs, rather exclusive groups, with an average number of books of 300 each. In the year ended June 30, 1934, there were circulated in the Virgin Islands 75,085 books through the public libraries, which is 3.4 circulation per capita. This is 1½ times the 2.2 circulation per capita in the United States. In St. Thomas, where library facilities are best. the rate is 4.6 circulation per capita.

During the year, the high-school library was revived under the direction of the public librarians. A substantial increase in interest in the libraries came through the adult education program conducted under the National Recovery program, from which came also aid for the repair of books. The supervising librarian points to the need of travel libraries for the rural districts in St. Croix and in St. John.

ASSIGNMENT OF COAST GUARD VESSEL TO THE VIRGIN ISLANDS

Correspondence initiated by the local administration during the latter part of 1931, stressing the need for the assignment of a Coast Guard vessel at St. Thomas, Virgin Islands, has resulted in the stationing of the Coast Guard 125-foot patrol boat Marion with base at St. Thomas to afford coast-guard protection and service to the port of St. Thomas and in the waters adjacent to the Virgin Islands. The Marion, commanded by Lt. D. H. Dexter, arrived at St. Thomas on June 22, 1934. The stationing of this vessel in the harbor of St. Thomas has met a long-felt need and is a source of considerable gratification to the administration as well as to the people of the Virgin Islands.

Paul M. Pearson, Governor.

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